

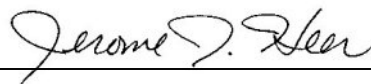
**Audit of  
Department of Parks  
Concessions Operations**

**August 2003**

**Committee on Finance and Audit**

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**Milwaukee County Department of Audit**



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Department of Audit

# *Milwaukee County*

Jerome J. Heer  
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• Director of Audits  
• Deputy Director of Audits

August 11, 2003

To the Honorable Chairman  
of the Board of Supervisors  
of the County of Milwaukee

As directed by County Board Resolution (File No. 02-571), we have completed an audit of the Department of Parks Concessions Operations. Concessions operations is one of the units under the Parks Program Division and employs six full-time staff plus approximately 138 seasonal staff.

For 2002, Concessions operations had total reported expenditures of more than \$1.5 million while also generating revenues of more than \$1.5 million for essentially a break even operation. Concessions revenues are heavily dependent on golf and swimming activities, as 81 percent of total concessions revenues were linked to those two activities. Our review showed that generally, the highest attended golf courses and pools generated the highest concessions revenues. However, as Parks activity trend lines for golf and swimming continue to decline, concessions revenues and profitability will be challenged even further.

Reviewing specific profit/loss patterns by location and services provided showed that unprofitable locations are negatively impacted by higher concentrations of labor resources and the high percentage of Parks overhead and program-specific administration costs. Our report provides several policy options to guide Parks' fiscal and program decisions regarding Concessions operations. The report also provides the results of a customer preference and satisfaction survey regarding concessions operations.

A management response from the Parks Department is included as **Exhibit 4**. We would like to thank the Department, including Concessions Unit staff, for its cooperation in this review.

Please refer this report to the Committee on Finance and Audit.

A handwritten signature in cursive script that reads "Jerome J. Heer".

Jerome J. Heer  
Director of Audits

JJH/cah

Attachment

cc: Milwaukee County Board of Supervisors  
Scott Walker, County Executive  
Susan L. Baldwin, Director, Department of Parks, Recreation and Culture  
Laurie Ann Panella, Concessions Manager, Department of Parks, Recreation and Culture  
Terrence Cooley, County Board Chief of Staff  
Steve Cady, Fiscal and Budget Analyst, County Board Staff  
Lauri J. Henning, Chief Committee Clerk, County Board Staff

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# Audit of Department of Parks Concessions Operations

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## Summary

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Concessions operations is one of the units under the Parks Program Division and employs six full-time staff plus approximately 138 seasonal staff. For 2002, Concessions operations had total reported expenditures of \$1.53 million while generating revenues of \$1.56 million with a corresponding profit of \$30,000. In December, 2002, the County Board passed a resolution (File No. 02-571) authorizing and directing the Department of Audit to conduct a performance audit of the Department of Parks' Concessions operations.

### Customer Base

Concessions operations function as a complementary service to the customers of their associated Parks activities. As a complementary service, concessions is almost exclusively dependent upon the number of customers participating in golf and swimming activities. For 2002, concessions revenues associated with swimming and golf accounted for 81 percent of total concessions revenues.

Our review of 2002 pool and golf attendance in relation to concessions revenues showed a close link between the two. Generally, the highest attended pools and golf courses generated the highest concessions revenues. However, with this dependency, participation levels for swimming and golf activities have been declining over the years and continue to decline. For example, total attendance at County pools has dropped from a high of 601,450 in 1991 to 430,541 in 2002, a decrease of 28 percent. Total nine-hole rounds for the County's eight major golf courses have dropped from a high of 698,497 rounds in 1985 to a low of 459,176 in 2002, a decrease of 34 percent. Total nine-hole rounds for the County's eight par-three golf courses have dropped from 361,573 in 1985 to 167,562 in 2002, a decrease of 54 percent. Concessions distinguishes between 18 - and nine-hole round customers, indicating that a customer playing 18 holes is likely to consume concessions items at the golf course.

Over the past few years, the Concessions Unit has proactively made changes to operations to either increase revenues and/or reduce costs. These changes have had a positive impact on concessions operations. From 2000 through 2002, Concessions profitability improved from a loss of \$190,185 in 2000 to a profit of \$30,234 in 2002. However, if Parks activity participation level trend lines continue to decline in the future, concessions revenues and profitability will be challenged even further.

## **Profits/Losses**

Each year, Parks accounting prepares an annual profit/loss report for concessions operations by specific locations. In reviewing these annual reports for the four years ending 2002, specific profit/loss patterns by location and associated Parks activity became evident. Over the four year period, 10 locations account for 98 percent of all concessions operations losses. Seven of the ten locations are concessions grill/restaurant operations associated with the County's major golf courses. These unprofitable locations are negatively impacted by higher concentrations of labor resources/costs and the Parks current overhead and program-specific administration cost allocation of 58 percent.

In contrast to the grill/restaurant operations at the seven 18-hole major courses, par-three locations offer a more limited concession/vending type of operation with no grill. This more limited type of concession operation requires less labor resulting in lower overall costs. All seven par-three concession locations generated small, but positive results/profits in 2002.

## **Overhead and Program-Specific Administration Costs**

One of the primary factors contributing to concessions operation costs is the 58 percent overhead and program-specific administration cost factor. For every \$1.00 of direct concessions cost, another \$0.58 cents is tacked on for overhead and program-specific indirect costs. This level of additional costs has a significant negative impact on total costs which determines individual concessions location profit/losses. The majority of this cost is the salaries and fringe benefits (\$385,000) of the six full-time positions within the Concessions Unit. With 85 percent of all concessions sales taking place in the five month period, May through September, a reduced full-time staff should be considered. Any reductions of these positions to more of a seasonal basis to coincide with concessions activities and seasonal staffing will have a favorable impact on program-specific indirect costs and an across-the-board positive impact on concessions profit/losses for all locations. This positive financial impact must be weighed, however, against Parks management's concerns that loss of full-time staff would result in a reduction of the continuity and expertise necessary to operate Concessions.

## **Concessions Purchases**

Twelve percent of all concessions related resale products and supplies were purchased using County purchasing cards assigned to Concessions' management. However, these purchases are not always made in the most cost effective and efficient manner. For 2002, the card was used for 649 purchases. This volume of activity reflects, to a certain extent, an inefficient use of Concessions Managers' time driving back and forth to stores and time spent in stores shopping for

individual items. While the average number of card purchases per day per manager is 1.1, we noted instances where a manager made three or four individual trips to food stores in a single day. This also may reflect a need for better concessions inventory management and planning.

### **Customer Survey**

We conducted a survey of golf patrons to provide insight into customers' concessions preferences, to what extent the level of services offered affects course participation and overall satisfaction with current concessions services. Surveys were mailed to a statistically random sample of 378 current County golf discount identification cardholders. We received 165 responses or 44 percent. All survey responses are tallied in **Exhibit 3b**. One of the tallied results shows that in regards to the current selection of food, prices, quality of food and services, responses averaged about 3.5 on a five-point scale.

### **Alternatives for Operations**

Concessions has leased out select concessions locations to private vendors. The private sector may be in a more favorable position to operate concessions operations at specific locations due to lower labor and overhead costs. In other situations, however, contracting out a current unprofitable concessions location may not be attractive to a private vendor due to location, volume of customers or other circumstances. On a larger scale, we found that the combined golf and concessions operations at the three City of Racine golf courses and the two Racine County courses are contracted out to private vendors. For example, the agreement between the County of Racine and its private operator provides that the County receives 19.1% of all gross revenues from golf course facilities including food and beverage sales. The County is responsible for major maintenance while the private operator is responsible for routine upkeep, maintenance and repairs.

### **Conclusions and Recommendations**

Faced with years of declining golf and swimming attendance, continuing private sector competition, and expensive grill/restaurant operating and overhead costs, concessions operations in the Parks Department are at a crossroads. As the Parks Department continues to compete for funding resources, priorities will need to be established that reflect the Department's core mission. Such priorities will assist policy makers with long-term decisions regarding services such as concessions operations. The report recommends consideration be given to one of the following policy options and/or combination thereof:

- Maintain the status quo. Acknowledge that certain concessions locations require an annual tax levy subsidy and continue to fund those locations.

- Implement strategies that partially reduce levels of concessions services at unprofitable locations. As partial service level reductions are instituted, consider appropriate corresponding concessions management cuts as well.
- Eliminate all grill/restaurant operations and switch to more limited vending/snack concessions services. Eliminate all seasonal staff personal service costs associated with those operations. Consider integrating all concession related activities into Parks regional operations and aquatics operations and do a combination of downsizing and/or redeployment of all concessions management positions. A go slow or phased in approach may be prudent to monitor the cost/benefit of such a move.
- Explore the possibility of expanding the current arrangement for privatized management of one or more of the current four major PGA run courses to include concessions operations. Prudent implementation of this option would require a trial period of close monitoring to measure the cost/benefit of the change.

The report recommends that these options should be considered as part of the 2004 budget deliberations.

We appreciate the cooperation of the Department of Parks including Concessions Unit staff. A response to the audit recommendations from the Department of Parks is presented as **Exhibit 4**.

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## Background

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In December 2002, the County Board passed a resolution (File No. 02-571) authorizing and directing the Department of Audit to conduct a performance audit of the Parks Department's concessions operations. Because the majority of concessions operations take place in the late spring and summer months of the year, we waited until 2003 concessions were in full operation to complete our evaluation.

The Parks Department is organizationally divided into five major divisions: Finance/Administration, Operations, Programs, Marketing and Facilities. Concessions operations is one of the units under the Programs Division along with aquatics, golf, public services and recreation.

As part of its Vision Statement, Concessions “. . .has a unique opportunity to enhance the experience of the diverse patrons of our parks, pools, golf courses and recreation centers.” The statement goes on to say that Concessions “. . .will operate each of its locations in a profitable manner in anticipation of decreasing tax support.”

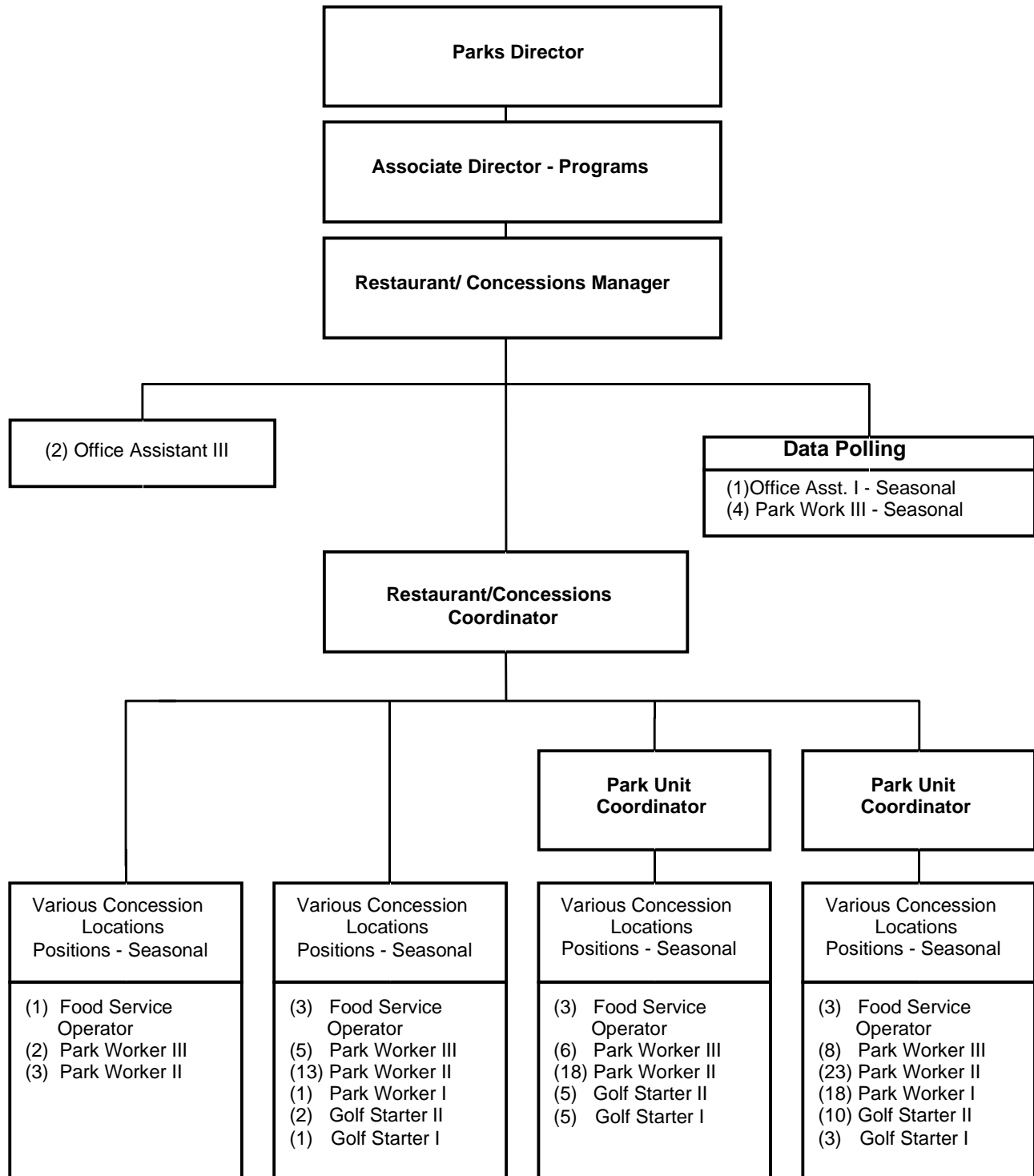
Based on the vision described, the Concessions' Mission Statement includes, “enhance the experience of those people patronizing our parks, golf courses, pools and recreation centers by providing fairly-priced, quality hospitality services in both the golf and concession operations.”

The current Concessions Unit organizational chart is shown in **Figure 1**.



Figure 1

**DEPARTMENT OF PARKS, RECREATION & CULTURE  
RESTAURANT/ CONCESSIONS OPERATIONS  
ORGANIZATION CHART - 2003**



Source: Parks Department data.

As shown in **Figure 1**, the Concessions Unit has four management level positions including a Concessions Manager, Concessions Coordinator and two Unit Coordinators. These positions are full-time and range in annual salary from \$44,000 for the Park Unit coordinator position to \$79,000 for the Concessions Manager position. All positions listed below the Unit Coordinator level in the four boxes are seasonal positions. These positions range in hourly rates of \$6.34 per hour for a Park Worker I up to \$12.94 per hour for a Food Service Operator (FSO). FSOs are the equivalent of first-line supervisors. The seasonal positions can work anytime (depending on the weather) from about mid-April through October, which follows the typical golf course season.

The Concessions Unit manages food and beverage operations throughout the County as well as multiple food and beverage vending machines, special events and catering. Some concession operations and vending machines are run and maintained by Parks regional operations, separate from the Concessions Unit. Generally, the level of services provided range in operation from a stand alone vending machine up through the highest level of service which is a restaurant/grill operation. The majority of concession operations are associated with golf and swimming locations. The level of concession services vary by location. For example, the County's seven major 18-hole courses (Brown Deer, Dretzka, Currie, Greenfield, Grant, Whitnall and Oakwood) have a grill/restaurant operation where customers can typically order burgers, brats, club sandwiches or breakfast sandwiches (menu selections can vary by location). Greenfield Aquatic Center/Cool Waters and Wilson Recreation Center also have a higher level grill operation. The other major course, Lincoln (nine-hole course) plus the two most popular par-three courses, Warnimont and Hansen (18-hole courses) have similar scaled back levels of service that do not include a grill operation. This level of concession service includes beer, hot dogs, vending machine drinks, snacks, bottled water, etc. Five par-three courses (Doyne, Lake, Madison, Noyes and Zablocki) have a further reduced level of service of vending machines, limited snacks and beer at some locations. According to Concessions management, Dineen par-three golf has no concession service due to staff shortages and vandalism.

At the traditional swimming pool locations (Grobschmidt, Hales Corners, Hoyt, McCarty and Sheridan) concessions services include microwaveable hamburgers and hotdogs, nachos, popcorn, drinks, snacks and ice cream. The Kosciuszko – Pelican Cove aquatic center does not have a grill, but does offer microwaveable hamburgers, hotdogs, nachos, snacks and drinks. Pulaski and Noyes indoor pools are limited to vending machines. According to Concessions management, the Carver, Jackson, Lincoln and Washington pool locations have no concession service due to staff shortages and/or vandalism. Holler pool is operated by the Easter Seal Society. Therefore, there is no County concessions service at that location.

Some other concessions locations of interest include: Boerner Botanical Gardens, Bradford Beach, Mitchell Conservatory, McKinley Marina, North Point, Red Arrow Park, Sports Complex (Ryan road), Wehr Nature Center and the Kosciuszko Center. Concession selections at these locations will vary.

In addition to concessions operations, the Parks Concessions Unit is also responsible for the training of all golf course starter positions and the rental and maintenance of golf motor carts. Golf starter training includes operating instruction for the Parks new point-of-sale system which records receipts, handles tee-times, rain checks and sales reports. After initial training, the Concessions Unit is responsible for day-to-day supervision of the starters plus oversight of the golf marshals at four of the major golf courses (Currie, Grant, Greenfield and Lincoln). At the other four major courses (Brown Deer, Dretzka, Oakwood and Whitnall), the Parks Department contracts with the Wisconsin Professional Golfers Association (WPGA) to run the course pro shops and supervise the course starters. At the par-three courses, the Concessions Unit is responsible for the starter and golf marshal at Hansen, while the other seven par-three course starters are under the supervision of the respective Parks region management. The Concessions Unit will, however, do follow-up training and address any ongoing problems for all starters regardless of course assignment. As a result, lines of management-staff supervision and responsibility in this area are somewhat fluid.

The third and final Concessions area of responsibility is the data polling operation. This operation is a central location at Parks Administration which handles all Parks cash register polling reports, cash deposit reports that are filed with the County Treasurer and all revenue tracking reports. Data polling staff also maintain and program cash registers for all Parks locations.

To put these three Concessions areas of responsibility into context, the Concessions Manager estimates she typically spends approximately 45 percent of her time on concessions operations, 35 to 40 percent with golf starters and other golf related issues and 10 to 15 percent on data polling operations.

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## Section 1: Concessions Customer Base

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**As a complementary service, concessions is almost exclusively dependent upon the number of customers participating in the golf and swimming activities.**

According to the Department of Parks, concessions operations function as complementary service to the customer of their associated Parks activities. For example, two of the major recreational activities provided by Parks are golf and swimming. Concessions are provided in conjunction with these activities at the various golf and swimming locations throughout Milwaukee County. However, concessions are not intended to be a customer destination of their own. Instead, concessions are intended to complement and enhance the enjoyment of the primary activities of golf and swimming. As a complementary service, concessions is almost exclusively dependent upon the number of customers participating in the golf and swimming activities. For 2002, concessions revenues associated with swimming and golf accounted for 81 percent of total concessions revenues (excluding sales tax).

### **Correlation Between Activity Attendance and Concessions Revenues**

Our review of 2002 pool and golf attendance in relation to concessions revenues showed a close link between the two. Generally, the highest attended pools and golf courses generated the highest concessions revenues. These relationships are shown in **Tables 1, 2 and 3**. For golf participation, we combined nine - and 18-hole rounds into nine-hole round equivalents for comparison purposes. Concessions distinguishes between 18 - and nine-hole round customers, indicating that a customer playing 18 holes is more likely to consume concessions items at the golf course.

**Table 1**  
**Five Highest Attended Pools**  
**Compared To**  
**Pool Concessions Revenue Ranking**  
**For 2002**

<u>Pool</u>	<u>Attendance</u>	<u>Rank</u>	<u>Concessions Revenue</u>	<u>Rank</u>
Greenfield	105,274	1 <sup>st</sup>	\$ 221,222	1 <sup>st</sup>
Sheridan	35,050	2 <sup>nd</sup>	17,509	5 <sup>th</sup>
Hoyt	33,512	3 <sup>rd</sup>	19,196	2 <sup>nd</sup>
Kosciuszko	31,695	4 <sup>th</sup>	17,819	4 <sup>th</sup>
McCarty	29,265	5 <sup>th</sup>	18,386	3 <sup>rd</sup>

Note:

Greenfield (Cool Waters) and Kosciuszko (Pelican Cove) are waterparks.

Source: Parks Department.

**Table 2**  
**Five Highest Played Major Golf Courses**  
**Compared To**  
**Major Course Concessions Revenue Ranking**  
**For 2002**

<u>Course</u>	<u>Nine Hole Rounds Played</u>	<u>Rank</u>	<u>Concessions Revenue</u>	<u>Rank</u>
Currie	70,350	1 <sup>st</sup>	\$ 97,795	5 <sup>th</sup>
Whitnall	66,640	2 <sup>nd</sup>	114,084	3 <sup>rd</sup>
Greenfield	65,910	3 <sup>rd</sup>	90,966	6 <sup>th</sup>
Grant	63,612	4 <sup>th</sup>	109,031	4 <sup>th</sup>
Oakwood	60,750	5 <sup>th</sup>	119,521	2 <sup>nd</sup>

Note:

Brown Deer concession revenues (\$200,727) were ranked 1<sup>st</sup> – benefiting from revenues generated during the 10-day GMO tournament. Brown Deer nine-hole rounds ranked 6<sup>th</sup>, with 51,598 rounds.

Source: Parks Department.

**Table 3**  
**Three Highest Played Par Three Golf Courses**  
**Compared To**  
**Par Three Course Concessions Revenue Ranking**  
**For 2002**

<u>Course</u>	<u>Nine Hole Rounds Played</u>	<u>Rank</u>	<u>Concessions Revenue</u>	<u>Rank</u>
Warnimont	52,274	1 <sup>st</sup>	\$ 37,875	1 <sup>st</sup>
Hansen	40,230	2 <sup>nd</sup>	30,050	2 <sup>nd</sup>
Zablocki	20,635	3 <sup>rd</sup>	8,033	3 <sup>rd</sup>

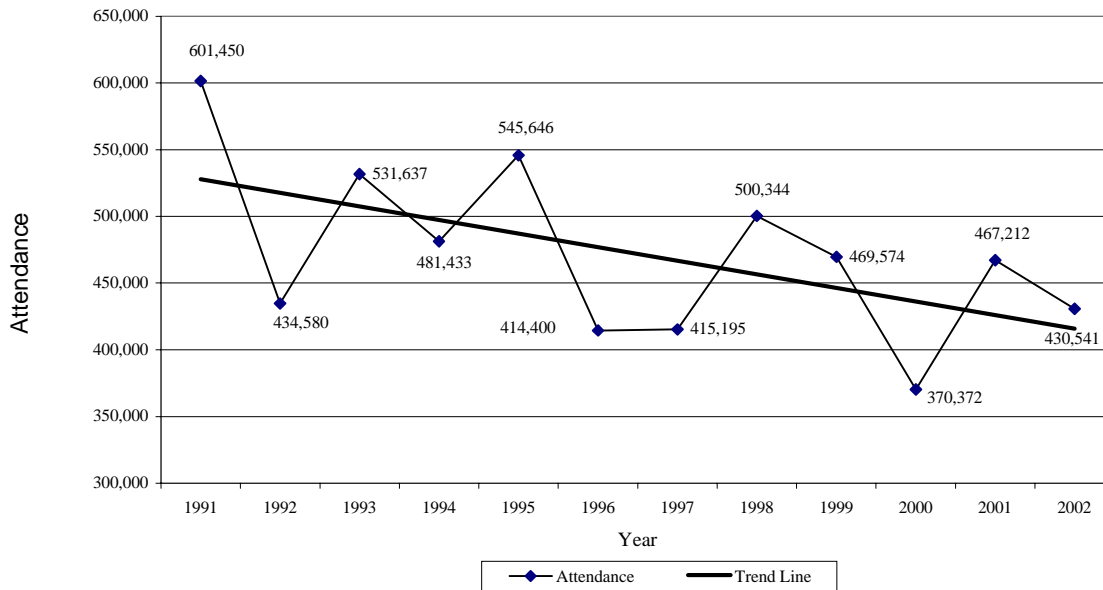
Note:

Warnimont and Hansen are 18-hole courses, Zablocki is a nine hole course.

Source: Parks Department.

The above three **Tables** demonstrate the dependency Concessions revenues have on the associated participation levels of Parks swimming and golf activities. However, with this dependency, as the following **Figures 2, 3 and 4** show, participation levels for swimming and golf activities have been declining over the years and continue to decline.

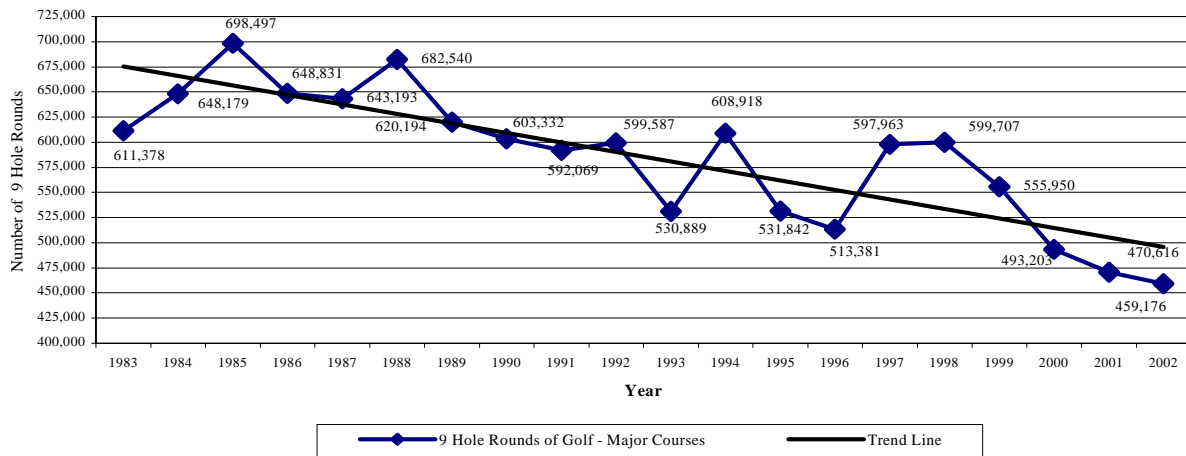
**Figure 2**  
**Milwaukee County Parks Department**  
**Total Outdoor and Indoor Pool Attendance**  
**(1991-2002)**



Source: Department of Parks data.

As shown in **Figure 2**, total attendance at County pools (indoor and outdoor) has dropped from a high of 601,450 in 1991 to 430,541 in 2002, a decrease of 28 percent. In response to declining attendance and projected pool repair costs, swimming has been impacted by the following pool closings: Carver – 1993, McGovern – 1995, Gordon – 1997, Madison, Dineen, Moody – 2002.

**Figure 3**  
**Milwaukee County Major Golf Courses**  
**Nine-Hole Round Equivalents**  
**(1983-2002)**

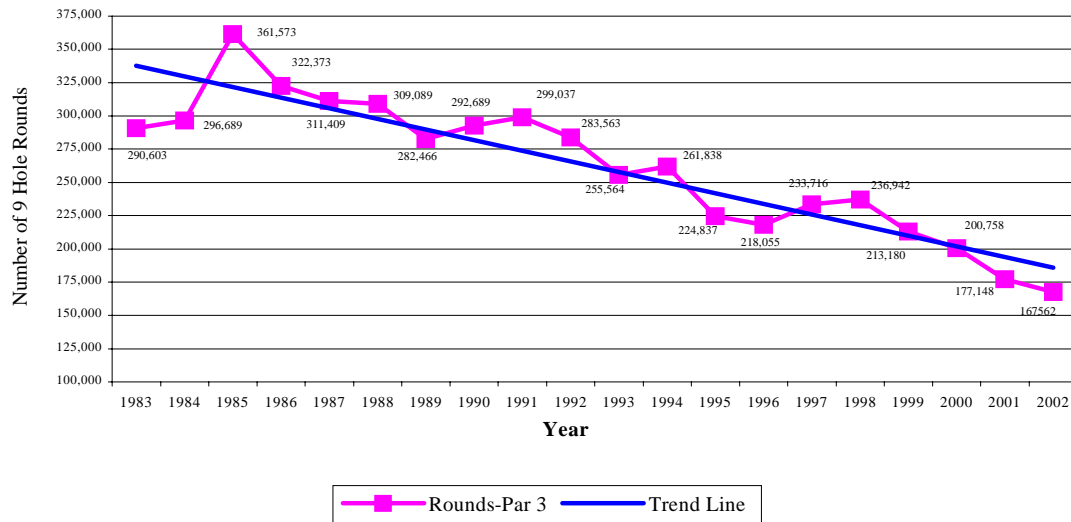


Source: Department of Parks data.

As shown in **Figure 3**, total nine-hole rounds for the County's eight major golf courses have dropped from a high of 698,497 rounds in 1985 to a low of 459,176 in 2002, a decrease of 34 percent.



**Figure 4**  
**Milwaukee County Par 3 Golf Courses**  
**Nine-Hole Round Equivalents**  
**(1983-2002)**



Source: Department of Parks data.

**Figure 4**, total nine-hole rounds for the County's eight par-three golf courses have dropped from 361,573 in 1985 to 167,562 in 2002, a decrease of 54 percent. As the above three **Figures** show, the drop in attendance of County pools and golf courses has been sizeable.

#### **Attempts to Improve Profitability**

Over the past several years, the Concessions Unit has proactively made changes to operations to increase revenues and/or reduce costs. Changes included increasing pricing for food and beverages to be more in line with competition. Hours of operation at specific concessions locations were also adjusted to achieve optimum efficiency without compromising service. Grill operations at Lincoln and Hansen golf course were closed in favor of more limited, less costly concessions services.

**Over the past several years, the Concessions Unit has proactively made changes to increase revenues and/or reduce costs.**

Management level changes included abolishing two of the four full-time Park Unit Coordinator positions. In addition, the Concessions Oak-Leaf catering unit secured a contract to provide some catered food service at the annual GMO 10-day golf tournament. Concessions services at Red Arrow Park, Lake Park, Boerner Education Center, Bradford Beach, McKinley Marina and North Point locations have been contracted out to a private sector vendor. Finally, this past holiday season, Concessions operated a kiosk stand at Mayfair Mall to help promote Parks activities and sales.

**From 2000 through 2002, Concessions profitability has improved from a loss of \$190,185 in 2000 to a profit of \$30,234 in 2002.**

**If Parks trend lines for golf and swimming activity continue to decline in the future, concessions revenues and profitability will be challenged even further.**

All of these recent changes, in the face of declining activity levels, have had a positive impact on concessions operations. From 2000 through 2002, Concessions profitability has improved from a loss of \$190,185 in 2000 to a profit of \$30,234 in 2002. However, if Parks trend lines for golf and swimming activity continue to decline in the future, concessions revenues and profitability will be challenged even further. The closing of Hoyt pool for this summer, one of the higher concessions revenue generating outdoor pools, due to major repair problems, will only add to these declining participation trend lines. In addition, the constant pressure from private sector fast-food competition in numerous locations throughout the County will also be an ongoing challenge to Parks concessions sales. As a result, future policy decisions regarding concessions operations should be made within this declining customer base and private sector competition context.

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## Section 2: Profit/Loss by Location and Activity

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Each year, after the County closes its books, Parks accounting prepares an annual profit/loss report for concessions operations. The report includes all costs, including an overhead and indirect cost factor, and associated revenues by individual concessions location. **Table 4** shows concessions revenues, expenditures and profit/(loss) for the period 1999 through 2002.

**Table 4**  
**Concessions Revenues**  
**Expenditures and Profit/Loss**  
**For the Period 1999-2002**

	<u>Revenues</u>	<u>Total Expenditures</u>	<u>Profit/(Loss)</u>
1999	\$1,659,335	\$1,613,527	\$45,808
2000	1,564,653	1,754,838	(190,185)
2001	1,581,637	1,596,641	(15,004)
2002	1,561,329	1,531,095	30,234

Source: Department of Parks annual concession reports.

**Exhibit 2** shows 2002 concessions profit/loss by specific location. We met with the Parks accounting staff and reviewed the process by which the annual report is prepared. We noted some problems in the recording of concessions related labor costs at some locations which is addressed later in this section of the report. In reviewing all Parks programmatic costs, we also noted about \$17,500 of concessions related costs that were not included in the 2002 annual concessions report. We have shared our programming and computer reports with Parks so that all costs will be accounted for in future annual concessions reports.

**In reviewing annual reports for the four years ending 2002, specific profit/loss patterns by location and associated Parks activity became evident.**

In reviewing these annual reports for the four years ending 2002, specific profit/loss patterns by location and associated Parks activity became evident. We used this information as the basis for further analysis in key areas.

### **Top Ten Losses**

According to the Parks annual concessions reports, the top 10 locations showing losses for the period 1999—2002 are shown in **Table 5**.

<b>Table 5 Top Ten Concessions Locations Generating Losses for the Period 1999—2002</b>				
<u>Location</u>	<u>Rank</u>	<u>Four Year Average Loss</u>	<u>Percentage Loss</u>	<u>Cumulative Loss Percentage</u>
Currie Golf	1 <sup>st</sup>	\$(35,829)	24%	24%
McKinley Marina	2 <sup>nd</sup>	(20,979)	14	38
Grant Golf	3 <sup>rd</sup>	(17,642)	12	50
Whitnall Golf	4 <sup>th</sup>	(17,462)	12	62
Dretzka Golf	5 <sup>th</sup>	(13,487)	9	71
North Point	6 <sup>th</sup>	(13,120)	9	80
Brown Deer Golf	7 <sup>th</sup>	(9,951)	7	87
Greenfield Golf	8 <sup>th</sup>	(8,190)	5	92
Bradford Beach	9 <sup>th</sup>	(5,923)	4	96
Oakwood Golf	10 <sup>th</sup>	(3,523)	2	98
Others		(2,551)	2	100

Source: Department of Parks annual concessions reports.

As the table shows, based on four-year averages, these ten locations account for 98 percent of concessions operations' losses over the four-year period ending in 2002. Seven of the ten locations are concessions grill/restaurant operations associated with major golf courses.

### **Major Golf Course Concessions Operations**

The Parks Department has eight major golf courses, seven of which are 18-hole courses. Lincoln, the only 9-hole major course has been converted to a more limited concessions/vending type operation. The other seven major 18-

**The seven major 18-hole courses offer a higher level fully-staffed grill/restaurant type operation.**

**Although the seven major golf courses generate some of the highest annual gross concessions revenues, they also incur some of the highest costs and thus produce many of the largest annual concessions losses.**

hole courses offer a higher level fully-staffed grill/restaurant type operation. Over the four years ending with 2002, the seven major courses with restaurants ranked in the top ten concessions gross revenue generators. For example, in 2002, these seven locations generated revenues averaging \$116,000 at each location. However, over this same four-year period, these seven concessions locations were also ranked in the top ten for total expenditures. For example, in 2002, these seven locations generated total expenditures averaging \$119,700 at each location. In fact, based on a four-year average at each of these locations, expenditures/costs exceeded revenues generating average annual concessions losses as shown previously in **Table 5**.

Although the seven grill/restaurant locations at the major golf courses generate some of the highest annual gross revenues, they also incur some of the highest annual costs and thus produce many of the largest annual individual location concessions losses. It should be noted that in an attempt to improve profitability by cutting back hours of operation in 2002, three of the seven locations showed a small concession profit (Brown Deer - \$15,455, Greenfield - \$3,097, and Oakwood - \$2,140).

One of the primary causes of these grill/restaurant locations incurring higher costs is the personnel costs associated with these operations. For these seven locations, 2002 labor related costs including salaries, fringe benefits and social security taxes were, on average, approximately 43% of all base costs before an overhead factor is applied. Concessions staffing at the various concessions locations throughout the County includes a mix of the following seasonal positions as shown in **Table 6**.

**Table 6  
Concessions Department  
Seasonal Positions  
For 2003**

<u>Position</u>	<u>Number of Positions</u>	<u>Hourly Rate</u>
Food Service Operator	10	\$12.94
Park Worker III	25	9.51
Park Worker II	57	7.92
Park Worker I	19	6.34
Golf Starter II	17	9.17
Golf Starter I	9	8.41
Office Assistant I	<u>1</u>	9.51
<b>Total</b>	<b>138</b>	

Source: Milwaukee County payroll records.

**Grill/restaurant concessions operations require a higher level of labor resources, which factor into overall profit/losses.**

The seven major golf course grill/restaurant locations have the highest concentration of positions. For example, each grill/restaurant is assigned a Food Service Operator who is considered the on-site in-charge supervisor. Each Food Service Operator, in turn, has a Park Worker III who acts as the in-charge assistant. The overall mix and number of positions can vary by the needs of each location, but it's apparent these grill/restaurant concessions operations require a higher level of labor resources which factor into overall profit/losses. The other major course, Lincoln (nine-hole), previously had a grill operation which was discontinued as a cost saving measure. However, a Food Service Operator position is still assigned to that location. This is not consistent with the other Food Service Operator location assignments, however, Parks indicated this individual remains at Lincoln for security reasons.

The second primary cause of the grill/restaurant locations incurring higher costs is the high percentage of overhead and program-specific administration costs. Higher costs translate into additional overhead and program-specific administration costs, since these costs are applied as a fixed percentage of all

direct costs including personal service costs. For 2002, Parks Department overhead plus Concessions Unit program-specific administration (indirect) costs totaled 58% of direct costs. In other words, for every \$1 of direct concessions' costs, another \$0.58 cents is added for overhead and indirect costs.

In addition, as previously discussed in **Section 1**, declining rounds of golf played also factor into concessions losses. As staffing requirements remain an ongoing fixed cost, a declining customer base will most likely translate into fewer concessions sales and continuing losses.

**In contrast to the grill/restaurant operations at the seven 18-hole major courses, par-three courses do not offer restaurant type operations.**

### **Par-Three Golf Course Concessions Operations**

In contrast to the grill/restaurant operations at the seven 18-hole major courses, par-three courses do not offer restaurant type operations. Instead, par-three locations offer a more limited concessions/vending type of operation with no grill. This same level of concessions operation is also provided at Lincoln golf course, the one nine-hole major course. This more limited type of concessions operation requires less labor resulting in lower overall costs. In fact, at the par-three locations, the golf starter position also has the responsibility for concessions sales which also contributes to lower concessions related labor costs. According to survey results, Exhibit 3b, question no. 4, 139 respondents or 84% indicated that if concessions were limited to vending machines, there would be marginal or no impact on the number of rounds they play. However, according to responses to survey question no. 3, 122 respondents or 76% indicated that either a grill or restaurant level of concessions' service would meet their needs.

Two of the most popular par-three courses (Warnimont and Hansen), plus Lincoln, are ranked in the top ten concessions profit makers for 2002. On average, these three courses generate about a third of the annual concessions revenues when compared to each of the seven major course restaurant

operations, but without higher level grill/restaurant operations to run, they have much lower labor and overall costs. As a result, Warnimont, Hansen and Lincoln concessions operations generated 2002 profits of \$21,899, \$9,533 and \$14,800 respectively. (No concessions labor costs are charged at Warnimont and minimal labor costs are recorded at Hansen and Lincoln locations – discussed later in this section of the report.)

From a facilities perspective, Warnimont, Hansen and Lincoln concessions are located in buildings large enough to accommodate some tables and chairs. As a result, although these three locations offer more limited concessions services than a grill/restaurant operation, they provide a setting for customers to sit down and enjoy their food, snacks or soda. By contrast, five other par-three golf courses (Doyne, Lake, Madison, Noyes and Zablocki) only have small golf starter shacks with little or no inside seating. Some of these locations have picnic tables outside. Snacks are sold through a window. The 2002 net revenues at these five locations range from \$1,800 to \$8,000 and, all five locations generated annual profits. (As mentioned previously, the Dineen par-three location does not provide concessions services.)

**Concessions operations at par-three golf courses and outdoor swimming pools are not charged for concessions related labor costs on a consistent basis.**

#### **Consistent Recognition of Labor Costs**

In reviewing expenditure detail at the various concessions locations, we found that concessions operations at par-three golf courses, and outdoor swimming pools are not charged for concessions related labor costs on a consistent basis. For example, when we compared concessions labor costs between 2001 and 2002, we found major inconsistencies in recorded costs. **Table 7** highlights these differences for the five highest concessions revenue producing outdoor pools for 2001 and 2002.



**Table 7**  
**Comparison of Concessions Labor Costs**  
**For the Five Highest Revenue Generating Outdoor Pools**  
**For 2001 and 2002**

<u>Pool</u>	<u>2001 Concessions</u>			<u>2002 Concessions</u>		
	<u>Revenues</u>	<u>Labor Costs</u>	<u>Profit/ (Loss)</u>	<u>Revenues</u>	<u>Labor Costs</u>	<u>Profit/ (Loss)</u>
Hoyt	\$ 17,805	\$ -0-	\$ 5,026	\$ 19,196	\$ 3,939	\$ (105)
Sheridan	16,585	-0-	4,047	17,509	4,049	1,364
McCarty	12,943	-0-	5,589	18,386	3,708	1,173
Hales Corners	6,831	-0-	2,070	2,214	62	331
Grobschmidt	<u>6,761</u>	<u>-0-</u>	<u>2,612</u>	<u>4,980</u>	<u>113</u>	<u>637</u>
<b>Total</b>	<b>\$ 60,925</b>	<b>\$ -0-</b>	<b>\$ 19,344</b>	<b>\$ 62,285</b>	<b>\$ 11,871</b>	<b>\$ 3,400</b>

Source: Milwaukee County financial records.

As shown in **Table 7**, in 2001, these five pools produced almost \$61,000 in concessions revenues, but reflected no labor costs to generate those sales. Apparently, staff working at the pools in 2001 charged all their time to either the Parks aquatics program or Parks regional operations. In 2002, concessions labor costs were \$11,871, a more appropriate reflection of labor costs necessary to generate concessions revenues. However, 2002 profits/losses were impacted accordingly.

**Table 8** demonstrates the almost complete absence of concessions labor costs at the County's par-three golf courses in 2001 and 2002.

**Table 8**  
**Comparison of Concessions Labor Costs**  
**For the Par-Three Golf Courses**  
**For 2001 and 2002**

<u>Course</u>	<u>2001 Concessions</u>			<u>2002 Concessions</u>		
	<u>Revenues</u>	<u>Labor Costs</u>	<u>Profit/ (Loss)</u>	<u>Revenues</u>	<u>Labor Costs</u>	<u>Profit/ (Loss)</u>
Warnimont	\$ 39,440	\$ -0-	\$ 20,281	\$ 37,875	\$ -0-	\$ 21,899
Hansen	29,390	2,101	5,440	30,050	280	9,533
Zablocki	8,272	-0-	4,037	8,033	-0-	4,567
Noyes	5,676	8	2,746	5,360	-0-	4,363
Doyne	3,066	-0-	1,253	6,042	184	4,198
Madison	2,015	-0-	475	1,842	-0-	866
Lake	969	-0-	675	2,854	-0-	1,534
<b>Total</b>	<b>\$ 88,828</b>	<b>\$ 2,109</b>	<b>\$ 34,907</b>	<b>\$ 92,056</b>	<b>\$ 464</b>	<b>\$ 46,960</b>

Source: Milwaukee County financial records.

As shown in **Table 8**, although par-three courses generated almost \$90,000 in concessions revenues in both 2001 and 2002, almost no related labor costs were charged to concessions operations.

**Golf activities are over-charged for concessions related labor while concessions operations are under-charged for costs.**

Staff working at the par-three courses charge all their time to golf related activities. As a result, golf activities are over-charged for concessions related labor while concessions operations are under-charged for costs resulting in a corresponding overstatement of concessions annual profits.

For example, an experienced Parks worker at Warnimont par-three golf indicated that on a typical day, three out of eight hours (37.5%) is devoted to concessions. Parks Administration indicated this estimation of time devoted to concessions was high. According to the worker, this includes selling concessions items over the counter, stocking the vending machines, tracking inventory, counting the vending proceeds and making deposits. To put this issue of time devoted to concessions in context, the Park Worker III's hourly rate at Warnimont is \$9.51. If this

**The proper recording of labor costs will have a notable impact on annual concessions profits/losses.**

seasonal position works seven months in 2003, the position's annual salary cost is \$11,579. If, for illustrative purposes, we assume 20% of this salary cost is related to concessions, that cost is \$2,316. After applying overhead, the final concessions cost for this one position is \$3,659. If a second position is included for seven day, 12 hour per day golf course coverage, concessions labor costs total \$7,319 or approximately 33 percent of Warnimont's entire 2002 annual profit. As a result, the proper recording of labor costs will have a notable impact on annual concessions profits/losses.

In another example, the Lincoln golf course, which showed a 2002 concessions profit of \$14,800 had concessions labor costs of only \$242. In addition, this location's seasonal staffing includes a concessions Food Services Operator position with an hourly rate of \$12.94. These salary costs were not reflected in Lincoln golf's concessions operations and corresponding profit/loss.

Because the same staff are performing two functions throughout the day, starting golfers on courses and selling concessions, staff time is not being allocated properly between golf and concessions. Without an accurate recording of associated costs, informed policy decisions regarding specific concessions locations cannot be made.

### **Overhead and Program-Specific Administration Costs**

As mentioned previously, total concessions expenditures for 2002 included a 58 percent overhead and program-specific administration cost factor. For every dollar of direct concessions costs, another 58 cents is tacked on for overhead and program-specific administration (indirect) costs. This level of overhead and indirect costs have a significant negative impact on total costs, which determine individual concessions location profits/losses. The 58 percent consists of two layers. One layer is top-level Parks Department and County overhead. Parks has

**Overhead/indirect costs have a significant negative impact on individual concessions location profits/losses.**

no control over specific components of the County overhead, such as the central accounting or central human resources costs. The other layer making up the 58 percent is program-specific indirect costs within the Concessions Unit. This program administration portion of the overhead may be somewhat inflated due to time-keeping convenience, when a manager may not take the time to charge a small number of hours to a specific concessions location. The majority of this cost is the salaries and fringe benefits of the six full-time positions within the Unit which are coded to a central administrative code within Concessions. These positions include the Concessions Manager, Concessions Coordinator, two Park Unit Coordinators and two Office Assistant IIIs. The current annual salary cost for these six positions is \$281,100. After adding on an additional 37 percent for fringe benefits, total costs for the positions reach \$385,100. We suggest that, in the future, where practical, the four manager and coordinator positions charge their time directly to the concessions locations they work at.

**The seasonal nature of these activities is further demonstrated by the fact that 85 percent of all 2002 concessions sales occurred in the five-month period May through September.**

As mentioned previously, 81 percent of all Concessions net revenues is related to golf and swimming, which are very seasonal activities. The seasonal nature of these activities is further demonstrated by the fact that 85 percent of all 2002 concessions sales occurred in the five-month period May through September.

According to Concessions management, in the off-peak season, the full-time Concessions positions take over many of the duties normally handled by the summer seasonal staff. Many of the seasonal staff go back to school in September, while golf activities may stay open into November depending on the weather. The full-time positions also oversee the concessions aspect of winter sports activities such as cross-country skiing at select Park locations.

Given the overall seasonal nature of concessions operations, a reduced full-time staff should be considered. Any reductions of full-time positions to more of a seasonal position basis to coincide with concessions activities and seasonal concessions staffing will have a favorable impact on program-specific indirect costs and an across-the-board positive impact on concessions profits/losses for all locations. This positive financial impact must be weighted, however, against Park management's concerns that loss of full-time staff would result in a reduction of the continuity and expertise necessary to operate Concessions.

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## Section 3: Concessions Purchases

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**It is to Concessions' advantage to purchase items for resale at the lowest possible cost in order to generate the highest profit margins.**

### **Concessions Purchases**

Throughout the year, the Concessions Unit routinely makes purchases for resale products or supplies through one of four types of County purchasing methods. Obviously, it is to Concessions' advantage to purchase items for resale at the lowest possible cost in order to generate the highest profit margins. Purchases can be made through a Blanket Order Price Agreement whereby the Department of Administrative Services-Procurement Division, reviews and secures competitive prices for various products and supplies which Concessions anticipates using throughout the year. Supplemental product or supply purchases can additionally be made through the use of:

- Departmental Purchase Orders;
- Employee Purchase Card Transactions; and
- Parks Petty Cash Fund Purchases

Presently, specific transaction purchase dollar amounts for both Departmental Purchase Orders and employee purchase cards must be less than \$2,000. Parks has an internal policy that any card purchases over \$1,000 must be approved by Parks Administration. Also, according to Parks, specific purchases made through the use of petty cash funds should not exceed \$100.

Departmental Purchase Orders can be used to order those items or supplies that may not be available through a price agreement vendor. Purchasing card transactions can be used as a stopgap measure to offset inventory shortages before the next scheduled concessions delivery date, quickly refill seasonal resale items due to unexpected increased traffic at specific concessions locations or purchase those other items or supplies which would not otherwise be readily available. However, using the

purchasing card will not always lend itself to obtaining the most competitive and lowest cost items.

As shown in **Table 9**, Concessions made purchases of \$588,252 for resale products, supplies and services in 2002.

<b>Table 9</b> <b>Concessions Purchases for 2002</b> <b>By Purchasing Category</b>		
<u>Category</u>	<u>Amount</u>	<u>Percent of Total</u>
Price Agreement	\$454,300	77.2%
Purchase Card Transactions	68,838	11.7
Department Purchase Orders	54,051	9.2
Petty Cash Funds	11,063	1.9
<b>Total</b>	<b>\$588,252</b>	<b>100.0%</b>

Source: Milwaukee County and Department of Parks financial records.

Based on available information from Parks, \$454,300 was purchased through the use of Price Agreements, \$68,838 was purchased using the purchasing card, \$54,051 was purchased by Departmental Purchase Orders and \$11,063 was purchased with the use of petty cash funds.

**Purchasing card transactions were not always made in the most cost effective and efficient manner.**

Although 77% of concessions resale products and supplies were purchased from 13 vendors which had pre-established price agreements, we noted some instances in the other purchase methods, mainly purchasing card transactions, which were not always made in the most cost effective and efficient manner. Purchasing cards used in the Concessions Unit are assigned to the Concessions Manager, the Concessions Coordinator and the two Park Unit Coordinators. During our review of specific employee purchase card transactions for 2002, which accounted for 12% of all Concessions Unit purchases, we noted that the card was used for 649 purchases. A large volume of card transactions were made to specific vendors. **Table 10** shows the

top ten volume of card transactions by vendor for Concessions Unit purchases in 2002.

**Table 10**  
**Concessions Unit Purchases**  
**Top Ten Purchasing Card Transactions**  
**By Specific Vendor for 2002**

<u>Vendor</u>	<u>Number of Transactions</u>	<u>Amount</u>
Pick N' Save	85	\$ 3,037
Jewel-Osco	48	2,777
Kohl's Foods	41	1,197
Cash Register Service Company	33	9,501
Target	25	1,571
Office Max	25	1,286
La Tarte Bakery	24	2,429
Restaurant Depot	20	2,460
Menards	18	819
Wal Mart	17	526
<b>Total</b>	<b>336</b>	<b>\$ 25,603</b>

Source: Department of Parks purchasing card records.

**The volume of activity reflects an inefficient use of Concessions Managers' time driving back and forth to stores shopping for individual items.**

**Table 10** demonstrates the volume of concessions purchases that are being made without the assistance and input of Procurement Division and competitive pricing. The volume of activity also reflects, to a certain extent, an inefficient use of Concessions Managers' time driving back and forth to stores and time spent in stores shopping for individual items. Purchases by individual Concession managers included: Concessions Manager – 139 transactions - \$23,948, Concessions Coordinator – 175 transactions - \$18,133, Unit Coordinator – 151 transactions - \$13,946, a second Unit Coordinator – 136 transactions - \$8,755 and the third Unit Coordinator (subsequently transferred out of the Concessions Unit) – 48 transactions - \$4,056. The average number of card purchases per day per manager, based on a seven month operation and a five-day work week is 1.1. However, we noted a number of instances where an individual Concessions manager made three and four trips to food stores in a single day. This may reflect a



need for better concessions inventory management and planning.

Other Concessions purchases of interest by Concessions managers using the purchasing card include:

- Purchase of items which were available through a vendor price agreement. In one instance, we found that the price paid for resale merchandise bought with the purchase card at a local food retailer was 33% higher than the price noted in the established County vendor's price agreement.

According to Concessions, their retail pricing structure and profit margin is based on products available through price agreements and not by selected supplemental purchases made at local area retailers. When this occurs, not only are cost of goods sold increased beyond the preset limits, but profit margins are correspondingly decreased. This lowers profits while also increasing losses at each location that deviates from the pre-established level of cost of goods sold.

- Purchases of sub sandwiches at full retail prices from a fast food chain and barbecue ribs from a restaurant for secondary consumption at one of the concession locations. The card was used for eight purchases at a sub sandwich shop totaling \$740 and one purchase at catering service for \$330. According to Concessions, food wrappers from the fast food chain were simply removed from the subs before being made available to consumers as a concessions item.

Customers at these locations are repurchasing a product that is being sold as a concessions made menu item, but is pre-made and purchased at a fast food restaurant location in the neighborhood. In addition to basic questions regarding labeling requirements and profit margins on cost of goods sold, we have strong concerns about licensing requirements. Concessions has agreed to discontinue this practice of reselling fast food chain subs.

We also noted a number of card purchases that due to the nature of the items and the potential personal use aspect, need to be carefully monitored.

Generally, purchases outside the competitive pricing structure established through Procurement Division, will have a negative impact on Concessions Unit profits. In addition, using costly Concessions management resources on shopping errands will also negatively impact Concession's overall effectiveness of operations.

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## Section 4: Customer Preference and Satisfaction Survey

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We conducted a customer preference and satisfaction survey as part of our audit of concessions operations. A copy of the survey instrument is presented as **Exhibit 3a**. To limit the amount of resources used to conduct the survey, we mailed surveys to current County golf discount identification cardholders. This resulted in a universe of approximately 24,000 active cardholders. From this universe, a statistically random sample of 378 was selected based on a 95 percent confidence level with a plus or minus five percent error factor. We pledged to keep respondents' names confidential.

The purpose of the survey was to provide insight into customers' concessions preferences, to what extent the level of services offered affects course participation and overall satisfaction with current concessions services being provided.

### Survey Results

We received 165 responses or 44 percent, of the 378 surveys mailed. **Exhibit 3b** provides a summary of the survey results. In tallying the survey results, if a respondent answered a question with more than one answer, the response to that question was discarded. If multiple answers were permitted, such as question number eight, all responses were counted. In a few survey responses, specific questions were left blank, but all other question responses in that survey were counted. As a result, all questions will not have the same exact number of responses.

All responses are shown in **Exhibit 3b**. Here are just a few of the tallied results:

- In regards to how important are concessions to the enjoyment of your golf experience, the most responses – 90 or 55% indicated “somewhat important” to “very important.”

**We received 165 responses or 44 percent, of the 378 surveys mailed.**

- One hundred and six responses or 66% indicated their preference for a “snack bar with grill” level of concessions service.
- However, when asked if concessions were limited to vending machines, would that negatively impact the number of times you golf, 139 respondents or 84% indicated “no impact” or “marginal negative impact.”
- In regards to current selection of food, prices, quality of food and services, responses indicated a score of around 3.5 on a five-point scale.

Narrative responses to survey questions ten and eleven are summarized in **Exhibit 3c**. Copies of all responses were provided to the Department of Parks for their further analysis and use. We would like to thank the 165 respondents for their participation.

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## Section 5: Alternatives for Concessions Operations

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**Concessions has contracted with private vendors to provide various levels of service at select concessions locations.**

**The combined golf and concessions operations at three City of Racine and two Racine County golf courses are contracted out to private vendors.**

The issues discussed in this section are presented as potential alternatives for operating the Parks concessions area that need to be considered when discussing potential cost saving measures.

### **Privatization**

Concessions has contracted with private vendors to provide various levels of service at select concessions locations. Concessions management has recognized that under certain circumstances, the private sector may be in a better position to operate concessions operations in specific locations. A private vendor may be able to operate with lower labor and overhead costs and thus increase the potential for profitability. Parks has indicated some problems in the past with specific private contractors including one vendor who pulled out in the middle of night without any notice.

Most recently, Concessions has contracted out concessions operations at Red Arrow Park, Lake Park, Boerner Education Center, Bradford Beach, McKinley Marina Roundhouse and North Point. The three lakefront locations under Parks operation have shown consistent losses over the last four years. Therefore, taking advantage of an opportunity to contract out these locations to a private vendor is a sound business decision. The Concessions Unit receives 15% of gross receipts (less sales tax) from the private vendor at these three locations. In other situations, however, contracting out an unprofitable concessions location may not be attractive to a private vendor due to location, volume of customers or other circumstances.

On a larger scale, we found that the combined golf and concessions operations at the three City of Racine golf courses and the two Racine County courses are contracted out to private

vendors. The three City of Racine courses, Shoop Park – nine holes, Washington Park – nine holes, and Johnson Park – 18 holes are operated by the same private vendor. The two County of Racine locations, Ives Grove – 27 holes and Browns Lake – 18 holes are run by another private vendor. In all five locations, the private vendor runs both the golf and concessions operations. We visited all five locations. The current six-year agreement (2000-2005) between the County of Racine and its private operator provides that the County receives 19.1% of all gross revenues from golf course facilities including concessions food and beverage sales. The County is responsible for major maintenance while the private operator is responsible for routine upkeep, maintenance and repairs.

The current agreement between the City of Racine and the private contractor provides that the City receives a combined annual flat fee of \$5,000 plus a percentage of golf gross receipts for all three courses based upon the following schedule:

<b><u>Gross Receipts</u></b>	<b><u>Percentage</u></b>	<b><u>Amount</u></b>
\$ 0 – 570,000	2%	\$ 11,400
570,001 – 640,000	8	5,600
640,001 – 690,000	20	10,000
690,001 – 710,000	40	8,000
710,000 – and over	50	

Per the agreement, golf gross receipts include all receipts from the operation of the golf facilities including greens fees, reservation fees, cart rentals and clubhouse rentals, however, it does not include food and beverage receipts. The agreement provides that in regards to food and beverage sales, the City shall receive 50 percent of concessionaire fees received from sub-lessees for the sale of food and beverages. Currently, the private golf operator also provides food and beverage sales. Because food and beverage profits are minimal, the City allows the private operator to retain all concessions sales. The City is responsible for any major maintenance and repair over \$500

while the private operator is responsible for normal maintenance of the premises.

In contrast, the three Waukesha golf courses and associated concession operations – Moor Downs, Wanaki and Naga Waukee and the three Kenosha City and County courses – Washington Park, Brighton Dale Links and Petrifying Springs are operated by the respective municipalities.

As mentioned previously, the Department of Parks contracts with the Wisconsin Professional Golf Association (WPGA) to oversee golf operations at the Brown Deer, Dretzka, Oakwood and Whitnall courses. The Department pays the PGA \$4,000/month per course up to a \$24,000 maximum per location to run the golf shop at each of the four courses. WPGA responsibilities include: golf merchandising, golf club repair, golf club rentals, pull cart rentals, motorized golf cart rentals, tournaments or special event operations, lesson and instruction programs, operate driving ranges, player handicapping, training, directing and scheduling the golf starters and monitoring play. As part of the contract, the Department of Parks' share of golf revenues include:

- 5% of golf merchandise revenues
- 20% of group golf lessons
- 50% of individual lessons
- 22% of motorized cart rentals at Dretzka and Oakwood
- 80% of motorized cart rentals at Brown Deer and Whitnall
- 20% of practice range revenues
- 5% of golf club, golf bag and pull cart rentals
- 96.4% of greens fees

The contract with the WPGA does not include concessions operations.

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## Section 6: Summary, Conclusions and Recommendations

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### **Concessions operations in the Parks Department are at a policy crossroads.**

Based on tables presented earlier, we know that concessions sales are directly impacted by the levels of golf and swimming attendance. As years of historical trends have shown, swimming attendance is down 28% since 1991, major golf course play is down 34% since 1985, and par-three course play is down 54% since 1985. In addition, as shown earlier, the seven grill/restaurant operations at the major courses, based on a four year average, produce some of the largest annual individual location concessions losses. This is primarily due to higher labor and overhead costs associated with these types of operations.

Faced with years of declining golf and swimming attendance, continuing private sector competition, and expensive grill/restaurant operating and overhead costs, concessions operations in the Parks Department are at a policy crossroads. As the Parks Department continues to compete for funding resources, priorities will need to be established that reflect the Department's core mission. Such priorities will assist policy makers with long-term decisions regarding services such as concessions operations. Faced with this information, several options are available regarding Concessions' fiscal and program policy decisions. We recommend consideration be given to one of the following options and/or combination thereof:

- Maintain the status quo. Acknowledge that certain concessions locations require an annual tax levy subsidy and continue to fund concessions at these locations as a complementary service to enhance the overall experience of those people patronizing activities in the County Parks.
- Implement strategies that partially reduce levels of concessions services at those locations that incur annual losses. For example, at the seven grill/restaurant operations at the major golf courses, considering cutting back grill/restaurant operations to weekends only when golf play is highest. During the week, a more limited less labor intensive vending and snack service could be provided. For example,



if at each of the seven major golf course grill operations, hours for the Food Service Operator and the assistant Park Worker III were cut in half, we estimate annual savings of approximately \$100,000. Implement similar partial reductions in concessions operations and/or hours of service at other unprofitable locations. As partial service level reductions are instituted, consider appropriate corresponding concessions management cuts as well. For example, if one of the two Park Unit Coordinator positions was eliminated, projected salary and fringe benefit savings would total about \$60,000.

- Eliminate all grill/restaurant operations and switch to more limited vending/snack concessions services. Eliminate all seasonal staff personal service costs associated with these grill/restaurant operations. The goal could be to offer concessions/vending services in all Park locations that require the lowest level of staff costs. For example, downsizing seven Food Service Operator and Park Worker III positions could save about \$205,000 annually. Along with these changes, consider integrating all concessions related activities into Parks regional operations and aquatics operations and do a combination of downsizing and/or redeployment of all concessions management positions. For example, if the three full-time manager positions under the Unit Manager plus one Office Assistant were downsized, total salary and fringe benefit savings would be about \$233,000. Management of concessions operations by regions and aquatics is already partially taking place at six par-three courses and traditional pool concessions locations.

Shifting to more limited vending/snack concessions services may have negative consequences regarding loss of golf rounds played. For example, according to survey results, Exhibit 3b, question no. 4A, 26 respondents or 16% indicated that if concessions were limited to vending machines, there would be a strong negative impact on the number of rounds they play. If this policy option to switch to more limited vending/snack concessions is selected, a go slow or phased in approach may be prudent to monitor the cost/benefit of such a move.

- Explore the possibility of expanding the current arrangement for privatized management of one or more of the current four major PGA run golf courses to include concessions operations. This option could include revamping the current arrangement to eliminate the management fee paid by the County in exchange for different percentage of revenue schedules. In evaluating this alternative, the County should consider the impact on both commission revenues and reduced expenditures. Prudent implementation of this option would require a trial period of close monitoring to measure the cost/benefit of the change. It is important to note that a

reduction in direct costs will not necessarily result in a proportionate reduction of associated overhead and indirect costs.

We recommend that:

*These options should be considered as part of the 2004 budget policy deliberations.*

## **Audit Scope**

As directed by County Board resolution, we have conducted an audit of Department of Parks concessions operations. The objective of the audit was to examine concessions expenditures and revenues by specific locations and explore ways in which both the efficiency and profitability of operations can be enhanced. The audit was conducted in accordance with standards set forth in the United State General Accounting Office *Government Audit Standards*, with the exception of the standard related to periodic peer review. We limited our review to the items specified in this Scope section. During the course of this audit we performed the following:

- Interviewed various Department of Parks management including concessions, region operations and accounting staff.
- Reviewed various financial and participation records related to concessions operations and associated Parks activities including golf and swimming.
- Visited a number of key concessions locations to analyze the differences in facilities and operations between locations.
- Conducted a customer preference and satisfaction survey of concessions operations at the County's major and par-three golf courses.
- Reviewed concessions procurement card records.
- Explored the possibility of expanding the current arrangement for privatized management of one or more of the current four major PGA run golf courses to include concessions operations.

**Concessions Profit/(Loss)  
By Location For 2002**

<u>Location</u>	<u>Revenues</u>	<u>Total Expenditures</u>	<u>Profit/ (Loss)</u>
Boerner Botanical Gardens	\$ 4,751	\$ 2,113	\$ 2,638
Bradford Beach	12,771	16,788	(4,017)
Brown Deer Golf	200,727	185,272	15,455
Conservatory (Mitchell)	8,305	5,738	2,567
Cooper	506	0	506
Currie Golf	97,795	117,838	(20,043)
Doyne Golf	6,042	1,844	4,198
Dretzka Golf	79,892	102,600	(22,708)
Grant Beach Concessions	4,005	5,537	(1,532)
Grant Golf	109,031	112,462	(3,431)
Greenfield Aquatic Center	221,222	203,725	17,497
Greenfield Golf	90,966	87,869	3,097
Grobschmidt Pool	4,980	4,343	637
Hales Corners Pool	2,214	1,883	331
Hansen Golf	30,050	20,517	9,533
Holler	596	0	596
Hoyt Pool	19,196	19,301	(105)
Kosciuszko Aquatic Center	17,819	17,777	42
Kosciuszko Center	10,149	7,465	2,684
Lake Golf	2,854	1,320	1,534
Lincoln Golf	28,200	13,400	14,800
Lincoln-Blatz	91	65	26
Madison Golf	1,843	977	866
McCarty Pool	18,386	17,213	1,173
McKinley Marina	57,846	72,497	(14,651)
Mitchell	2,873	901	1,972
North Point	43,645	50,210	(6,565)
Noyes Golf	5,360	997	4,363
Noyes Pool	2,220	3,549	(1,329)
Oak Creek Parkway	777	483	294
Oakwood Golf	119,521	117,381	2,140
Pulaski Pool	5,052	3,040	2,012
Red Arrow	48,179	59,587	(11,408)
Sheridan Pool	17,509	16,146	1,363
South Shore	1,517	787	730
Warnimont Golf	37,875	15,976	21,899
Washington	815	542	273
Wehr Nature Center	495	597	(102)
Whitnall Golf	114,084	114,547	(463)
Wilson Recreation Center	123,137	124,342	(1,205)
Zablocki Golf	8,033	3,466	4,567
<b>Total</b>	<b>\$ 1,561,329</b>	<b>\$ 1,531,095</b>	<b>\$ 30,234</b>

Source: Department of Parks report.

## **Exhibit 3**

### **Customer Preference Satisfaction Survey**

3a - Survey Instrument

3b - Survey Results

3c - Summary of Written Survey Comments

# MILWAUKEE COUNTY CONCESSION (Food and Beverage) OPERATIONS

## Customer Preference and Satisfaction Survey

Conducted by Milwaukee County Department of Audit

### CUSTOMER PROFILE

Place an "X" in the spaces which apply to you.

1. Are you an active cardholder? \_\_\_\_\_ Yes \_\_\_\_\_ No  
\_\_\_\_\_ Male \_\_\_\_\_ Female  
\_\_\_\_\_ Senior \_\_\_\_\_ Adult \_\_\_\_\_ Junior  
\_\_\_\_\_ County Resident \_\_\_\_\_ Non-Resident
2. How important are concessions to the enjoyment of your golf experience? (Circle one)
- Very Important      Somewhat Important      Neutral      Matters Somewhat      Doesn't Matter
3. What level of concessions' service would meet your needs? (Circle one)
- Vending Machines      Snack Bar With Grill      Restaurant/ Lounge      Other Specify \_\_\_\_\_
4. If concessions were limited to vending machines, would that negatively impact the number of times you golf? (Circle one)
- Yes, Strong Negative Impact      Marginal Negative Impact      No Impact

5. How many times do you play at County golf courses in a typical year? (Circle one)

0-5      6-15      16-25      Over 25

6. County course most often played? \_\_\_\_\_

7. When do you usually buy food and/or beverages at County golf courses? (Circle ones that apply)

Before playing      During play      After playing      Doesn't Apply

8. If food items were limited, what items should be on the menu? (Circle ones that apply)

Hot dogs      Cold Sandwiches      Pizza      Hamburgers

Salads      Hot Sandwiches      Brats      Other \_\_\_\_\_

If you do not eat at County golf courses, do you eat somewhere near by? (Circle one)      Yes      No

If yes, why? (Circle one)      Selection      Price      Service  
Location \_\_\_\_\_

### 9. CONCESSION (FOOD AND BEVERAGE) OPERATIONS:

For each question, circle the number rating that best represents your opinion based on where you play, about County Golf Course Concession Operations:

	Excellent	Good	Average	Poor	Very Poor	Don't Know
1. Selection of Food & Beverages	5	4	3	2	1	0
2. Quality of Food	5	4	3	2	1	0
3. Quality of Service – fast, courteous	5	4	3	2	1	0
4. Price of Food & Beverages	5	4	3	2	1	0
5. Cleanliness/Appearance of Concession Area	5	4	3	2	1	0

10. What is the ONE change, that Milwaukee County could do to improve its golf course concessions operations?

11. Other Comments or Suggestions: \_\_\_\_\_

**Summary of Milwaukee County (Food and Beverage) Operations  
Customer Preference and Satisfaction Survey  
Conducted by Milwaukee County Department of Audit**

	<u>Responses</u>	<u>Percentage</u>
1. Are you an active cardholder?		
A) Yes	158	98%
B) No	3	2
C) Male	131	82%
D) Female	28	18
E) Senior	62	50%
F) Adult	58	46
G) Junior	5	4
H) County Resident	111	93%
I) Non-Resident	9	7
2. How important are concessions to the enjoyment of your golf experience?		
A) Very Important	28	17%
B) Somewhat Important	62	38
C) Neutral	31	19
D) Matters Somewhat	20	13
E) Doesn't Matter	<u>21</u>	<u>13</u>
<b>Total</b>	<b>162</b>	<b>100%</b>
3. What level of concessions' service would meet your needs?		
A) Vending Machines	30	19%
B) Snack Bar with Grill	106	66
C) Restaurant/Lounge	16	10
D) Other Specify	<u>8</u>	<u>5</u>
<b>Total</b>	<b>160</b>	<b>100%</b>
4. If concessions were limited to vending machines, would that negatively Impact the number of times you golf?		
A) Yes, strong negative impact	26	16%
B) Marginal negative impact	33	20
C) No impact	<u>106</u>	<u>64</u>
<b>Total</b>	<b>165</b>	<b>100%</b>
5. How many times do you play at County golf courses in a typical year?		
A) 0-5	16	10%
B) 6-15	69	43
C) 16-25	45	28
D) Over 25	<u>32</u>	<u>19</u>
<b>Total</b>	<b>162</b>	<b>100%</b>

6. County course most often played?		
Currie	27	13%
Greenfield	27	13
Whitnall	27	13
Grant	26	13
Brown Deer	24	12
Oakwood	23	12
Dretzka	17	9
Lincoln	12	6
Warnimont	10	5
Hansen	<u>8</u>	<u>4</u>
<b>Total</b>	<b>201</b>	<b>100%</b>
7. When do you usually buy food and/or beverages at County golf courses?		
A) Before playing	42	19%
B) During play	63	28
C) After playing	97	43
D) Doesn't apply	<u>23</u>	<u>10</u>
<b>Total</b>	<b>225</b>	<b>100%</b>
8. If food items were limited, what items should be on the menu?		
A) Hot dogs	93	21%
B) Cold sandwiches	63	14
C) Pizza	20	5
D) Hamburgers	94	21
E) Salads	19	4
F) Hot sandwiches	42	10
G) Brats	90	21
H) Other	<u>17</u>	<u>4</u>
<b>Total</b>	<b>438</b>	<b>100%</b>
8a. If you do not eat at County golf courses, do you eat somewhere near by?		
A) Yes	52	35%
B) No	<u>97</u>	<u>65</u>
<b>Total</b>	<b>149</b>	<b>100%</b>
8b. If yes, why?		
A) Selection	27	49%
B) Price	12	21
C) Service	8	15
D) Location	<u>8</u>	<u>15</u>
<b>Total</b>	<b>55</b>	<b>100%</b>
9. Number rating that best represents your opinion based on where you play.		<b><u>Average Score</u></b>
A) Selection of food and beverages		3.48
B) Quality of food		3.57
C) Quality of service – fast, courteous		3.53
D) Price of food and beverages		3.14
E) Cleanliness/appearance of concession area		3.67
Scale: Excellent (5)    Good (4)    Average (3)    Poor (2)    Very Poor (1)		

Source: Survey Responses



Summary of Written Survey Comments  
Survey Questions Ten and Eleven

10. What is the ONE Change, that Milwaukee County could do to improve its golf course concessions operations?

Comments
Upgrade appearance of concession area
Longer hours-we just golfed at Currie Friday night and they closed at 6:00 pm?
Employee's
Provide beverage cart service out on course
Keep the service the same
Hold down prices for seniors
More frequent rounds by concession cart
Better (quicker) service-seem to need more manpower
Better quality of brats and burgers
If a cashier is handling money/he or she should not be directly touching food- they should either wash their hands or have a 'food' person on staff instead of trying to do everything at all courses- maybe it would be nice if the smaller courses had "Grilled" items from 11-2pm & from 5-7pm? So you only have to staff a "Food Service" person for a few hours ... nothing like a fresh brat or dog on a hot day!
Better service – Grant
Put more fresh items on menu
Update – Modernize
Increase speed of service. Improve quality of food and attitude of workers
Have more selections of the beverage menu
More than 1 beverage cart on the course
OK as is now
Friendlier starters. Beverage carts on course.
I just do not use the concessions
Reduce price
Have a wider selection of food
Have shack open on turn at grant
Lower prices
Better training for new employees
Be open longer, larger menu
Lowering prices would undoubtedly allow customers to make more concession purchases
Make every clubhouse have a bar + grill
Work with Waukesha County Course & cutoff County charges it would be good for both Counties.
Keep them open
Nicer facilities
Keep bev carts
Keep the concessions as they are

They are fine as is
Cheaper
Be open when golfers are golfing
None
Make sure there is regular service on the course
Have more than just Miller products
That's your job to determine! Why only one change?
Lower coffee cost
Decrease price – would be done by variety
Not very important
Make it easier to take on course or quickly get served before back nine
Better service-have McDonald's Consultant
OK the way it is
Keep concessions and keep snack bar/grill open until starter desk closes-but not at the expense of the cost of basic golf facility
Put the funding into the golf course not the concessions. I go to golf not eat
It seems fine for my needs
Vending on course, not just at clubhouse & turn
Do not change- they are very good
Not that big of a deal for me. If I'm hungry I'll purchase something
Offer more alternatives or cheaper vending prices
Bar carts
Charge less
Lower prices will keep more people in the clubhouse afterward, and you'll make more in beer sales
Have a convenient area near the 10 <sup>th</sup> hole to get something quick before last 9 holes
Open earlier in the morning
Staff concessions later in the year
Train their employees better
Increase speed of service for golfers making turn
Beverage cart on course
Better beer selection
Have workers who at least act like they enjoy what they are doing
Air conditioning, better employees !!!
Lower prices
Open stand at 10 <sup>th</sup> hole at Grant
Offer Turkey Burgers/Brats
None

None
No comment
Cart service
Faster service, young people behind the counter give the customers the feeling that it's only a summer job, and they forget we have tee times!
Hot soup and/or coffee in roving carts selling snacks & drinks
N/A
Better prices on food & beverages more of a selection friendly service
Improve food
Lower the prices
Do what fast food restaurants do. Have soda machine, so we can refill soda after you buy one
Lower prices
Have concessions readily & quickly available for players on the turn
Get some new furnishings
Have no opinion since service is very seldom used
More personnel – the wait is too long

Beverage cart access earlier in rounds, last time golfed nothing till 17 <sup>th</sup> hole
Outsource To Food Service
Cleanup & renovate
More water on courses
Lower greens fees
Lower prices
Don't normally use
Keep them open
Beverage selection is more important then the food items
Send beverage cart out earlier in day - 8-9 am
Hire mature quality people
Beer carts with snacks
Not have the same person cooking & working the counter, it delays service to those that don't want hot sandwiches
Better quality food
Lower prices
Price

11. Other Comments or Suggestions:

Comments
Improve speed of play (course Marshals)
You're doing fine!
Mixed drinks
Put the money into the course. I don't care much about the food
Keep concessions – no vending machines
More personable employees
Basic is good enough! I go there to golf!
Let's get faster play
Most workers at concession stands have a very poor attitude toward service. I sometimes feel like I'm bothering them when I order something.
Eliminate concession operations in order to save money + REDUCE TAXES
More restrooms on the courses
You keep raising prices now you want to cut service! Golf courses are the best thing Mil. Co. Parks has going for it. Don't screw it up. Tell Walker to make his cuts someplace else.
Call in for reservations has hurt concession sales
Have it run by non-govt. people-private industry
\$1.00 hotdog \$1.75 hamburger \$2.00 beer
Have concession cart's on the course
I appreciate having these course and concessions available to us
I am not interested in concessions operations
The County courses are some of the best courses in the US well maintained & courteous employees
I like it
Very disappointed when snack bar removed from Lincoln!

Grant Parks stand at the end of 9 <sup>th</sup> beginning of 10 <sup>th</sup> hole is very seldom open
Congratulations!
Fish Fry – good idea at Grant
Improve playing condition. There's too many nicer courses around for sometimes less money
Run a self checking/auditing system
Don't eat at County Courses
Stock premium beer
Mow the greens, get enthusiastic employees
No comment
Overall quite good
Hamburgers are great
Allow players going on a couple of minutes before losing positions
The Fish Fry at Grant is one of the BEST around try it you'll like it
I like it the way it is now
A breakfast on opening day
Concession at Currie, I waited ten minutes for beer! Too late! And there were only 4 or 5 customers. VERY BAD!
Greenfield Park course is in poor shape
I golf Milw County Courses to golf
Lower greens fees
Get rid of the geese
Open by 7:00 a.m. at least – get some breakfast trade going
Hot dog and beer are essential to golf
Allow card holders to make reservations on line
Please be sure a refreshment cart is sent out on the course

**COUNTY OF MILWAUKEE  
INTER-OFFICE COMMUNICATION**

Date : August 11, 2003

To : Jerry Heer, Director of Audits

From : Susan L. Baldwin, Director of Parks, Recreation and Culture

Subject : **2003 Park Concessions Audit**

We welcome the opportunity to comment on the Audit of the Department of Parks Concessions Operation August 2003 Report ("Audit"). The Parks Department ("Parks") would like to begin by thanking the Audit Department staff for their professionalism in conducting the Audit and their courtesy to our staff throughout the course of work on this project. Generally a department's comments in response to an audit address agreement and disagreement with the report and lay out how deficiencies will be corrected or why the department feels that the reported deficiencies do not need to be corrected. This Audit is somewhat different since the primary focus is laying out various findings by the Audit Department (many of which are based on information provided by the Parks), the results of a Customer Survey ("Survey") and the presentation of alternate strategies for the County to pursue in providing concessions services to the public at County golf courses and pools.

We begin by generally concurring with the Audit's suggestions for improvements in recording time to the appropriate categories (including having most Program Specific Indirect Costs charged directly to specific profit centers; we are also currently reviewing staffing levels to see if Program Specific Indirect Costs can be further reduced), trying to avoid using Purchase Cards for purchases that can reasonably be anticipated and we have begun implementing those changes already. We view those suggestions as helpful. We also felt that the information regarding contracting out the public golf courses owned by Racine County and the City of Racine was interesting. We reviewed the respective contracts but were unable to conclude if their actual net cost of operation improved, or not, from the information provided or if there were any changes to the quality and condition of the golf courses as a result of contracting out the operations.

Our next comments address overhead. Although volumes can be written on the issue of overhead, we will be brief and to the point. It is important to note that part of the overhead comes from the Central Service Allocation and includes costs that are not in the Parks budget and which the Parks have little control over. Those costs are unlikely to change regardless of whether the Concessions operation doubled in size or was totally eliminated. Much of the remaining overhead comes from Parks Administration and includes costs such as accounting, budgeting, safety, training, security and marketing. The 2003 budget significantly reduced overhead costs and the requested 2004 budget further reduces overhead through the proposed Parks and DPW merger. If the 2004 budget is adopted similar to the requested version we feel that the overhead in 2004 will be significantly lower than the years covered in the Audit and that even in the event of total elimination of the Concessions Operation, there would be relatively minimal overhead savings under any Concessions scenario. Therefore, we respectfully request that the various reviewers of the Audit

look at the cost of the Concessions Operation primarily from the standpoint of direct and program specific indirect costs, and consider the possibility that overhead savings would be minimal.

Our next comments address the importance of Concessions services at the major golf courses. We would like to expand a little on the Audit to assist the Audit reviewer in understanding why the Parks expressed concern to the Auditors that substituting vending for restaurant and grill operations would have a potentially negative impact at the major golf courses. We agree that part of the Survey results indicated that vending machines would meet the needs of about 80% of the Golfers that responded. However, it appears that it would not meet the needs of the rest and that alone could have a significant negative impact on the number of rounds that they play. Grill and restaurant service has been an ancillary service to golf. We are concerned that elimination of the service at the major golf courses would lead to a decline in the number of rounds played (which are the major source of revenue). We also ask that the reviewers of this Audit carefully review the Survey results and note that the results of some questions clearly state that the Survey respondents expect at least a grill operation. Finally, we ask that the reviewers of this Audit read the individual survey comments and draw their own conclusions regarding what the Survey respondents are saying regarding how Concessions services should be provided.

Our remaining comments address the alternatives discussed in the Audit.

1. Maintain the status quo. We feel that the County should be aggressive in improving profitability and that some changes need to happen. We have been continually striving to improve profitability. Our improvement of menu items, reduced hours of operation to more appropriately accommodate most Golfers and conversion to vending machines at appropriate sites indicate our commitment to this goal.
2. Implement strategies that partially reduce levels of service at unprofitable locations and reduce management correspondingly. We feel that we should implement strategies that improve profitability at all sites, not just unprofitable locations. In some cases a reduction in hours may be the answer, in some cases vending machines may be the answer (or partial answer) and in still other cases improvements in service or marketing may be the answer. We should not just reduce service levels, we should take a comprehensive approach to improving profitability.
3. Eliminate all grill and restaurant services and substitute vending machines and snack food sold by the Golf Starter, further that a go slow approach be taken. We feel that a grill and restaurant operation is expected by most of our Golfers who play 18 holes at major courses. We agree with a go slow approach on this issue as recommended in the Audit. However, we suggest that more research be conducted before embarking on this alternative, including researching the actual experience of other golf courses that have tried this approach. Vending machines would also negatively impact beer sales since there would be no thirst carts and beer cannot be sold out of a vending machine.
4. Explore the possibility of expanding the current PGA contract on one or more of the four PGA contracted courses to include Concessions services, including a trial period. We are open to all alternatives to improve the profitability of Concessions. However, we do not think that any contracting out arrangement, whether to the PGA or any other entity, should be made without some sort of contractual arrangement that ensures that the desired net profitability would be improved and that the service level would improve, or at the minimum would not decrease so as to negatively impact golf rounds played. There are also logistical and practical issues related to

contracting out that would need to be addressed such as who would hold the liquor license at Brown Deer (currently the GMO, but assigned to a contractor).

We feel that the Audit was fair and in perspective and balance. None of our comments above are intended to be critical or questioning, but rather to be expansions on the Audit or to point out or highlight items in the Audit that we believe to be important. Finally we ask the various reviewers of the Audit to set aside time in their busy schedules to fully read and understand the Audit because important information is contained throughout the Audit that will help the reviewers understand the summary and alternatives more fully.

Prepared by:

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Dennis Weedall  
Deputy Director of Parks (F/A)

Approved by:

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Susan L. Baldwin  
Director of Parks, Recreation  
and Culture

CC: Scott K. Walker, County Executive  
Jim Villa, County Executive Chief of Staff  
Steve Mokrohisky, County Executive Deputy Chief of Staff  
Linda Seemeyer, Director, Department of Administration  
Doug Jenkins, Deputy Director of Audits  
Terry Kocourek, Fiscal and Budget Administrator  
Molly Pahl, Fiscal and Management Analyst  
Laurie Panella, Parks Restaurant and Concessions Manager  
Larry Kenny, Associate Director of Parks (Programs)  
Greg Youngs, Deputy Director of Parks (Operations)